



THE CITY OF SAN DIEGO **MANAGER'S REPORT**

DATE ISSUED: September 5, 2001 REPORT NO. 01-182
ATTENTION: Rules, Finance and Intergovernmental Relations Committee
Agenda of September 12, 2001
SUBJECT: Balboa Park Governance

SUMMARY

Issue - Shall the City Council reconfigure the representation and membership of the Balboa Park Committee to serve as the centralized advisory authority under the Park and Recreation Board for matters pertaining to Balboa Park?

Manager's Recommendation - Reconfigure the Balboa Park Committee to serve as the centralized advisory authority under the Park and Recreation Board for matters pertaining to Balboa Park. Further recommend that a team of City employees be assigned to staff the Balboa Park Committee, pursuant to Attachment C.

Other Recommendations - None.

Fiscal Impact - None with this action. Staff support currently being provided to multiple interest groups and committees will be shifted to support the reconfigured Balboa Park Committee.

BACKGROUND

Balboa Park is widely known and appreciated for its many museums, zoological and botanical exhibits, and core facilities such as the Spreckels Organ Pavilion and House of Pacific Relations. It also provides significant resources and opportunities to residents for casual recreation (exercise, athletics, landscaped passive areas) and specialized facilities such as lawn bowling, archery, tennis, frisbee golf, golf, horseshoes, shuffleboard, roque, badminton, etc. Balboa Park is home to a diverse amalgamation of cultural institutions, a zoo, community recreation programs, hiking trails, ball fields and horticultural gardens. Attachment A provides a listing of the cultural institutions, special interest groups, and other park users.

San Diego has a unique approach to the structure and financing of the type of cultural institutions located in Balboa Park. Whereas most cities/governmental agencies own and operate (albeit with sometimes very significant support groups) museums, botanical gardens, zoological exhibits etc., San Diego has chosen a more community based model where the City owns physical structures

housing the institutions, and provides some direct financial support. The non-profit governing agencies are responsible for overall finance, administration and personnel required to provide the program.

In the model common throughout most of the United States a city employee would be the administrative head of the institution and City Council would retain budgetary authority, with clear lines of responsibility and authority and integration through the governmental agency structure. In Balboa Park however there are a variety of independent organizations providing outstanding programs without the unifying structure of a single agency. The result is greater challenge in creating and enforcing coordination as well as ensuring that all institutions feel that they are equitably treated in financial support, scheduling, capital investment and maintenance of facilities.

The public-private partnership model which exists in Balboa Park has created a world famous park beloved by residents and visitors alike. It has also created an atmosphere where competition between various interests has grown to the point where that synergy is threatened and continued improvements in physical amenities and programs to serve a growing population and expanding tourist base are in question. To address these issues and to ensure common purpose and continued synergy, a new governance structure is needed for Balboa Park.

This new structure needs two elements:

1. A central advisory authority to provide coordination and recommendations to the Park and Recreation Board and City Council;
2. A significant voice for the various institutions/constituencies.

DISCUSSION

As called out in Municipal Code §26.30 the Park and Recreation Board serves as advisory to the City Council through the City Manager on matters related to “the acquisition, development, maintenance and operation of parks, beaches and recreation property, and facilities...” The Park and Recreation Board’s Balboa Park Committee, as called out by Municipal Code §26.30, is the official body authorized by the Municipal Code to provide advice to the Manager. Section (d) states: “The Chairman, with the advice of the Board, shall appoint standing and ad hoc committees concerned with specific problems or areas of interest to the Board. Standing Committees shall include, but not be limited to, committees on Mission Bay and Balboa Park. ..” The Board chair appoints the chair of the Balboa Park Committee. The remaining are at large members who petition for a seat by submitting a letter of interest.

Beyond the Balboa Park Committee, there are various groups that have interest in Balboa Park and how it is governed. A partial listing of interested groups is shown in Attachment B. Several of these groups have grown frustrated with the current structure and have expressed a desire to become more involved in the park’s operations, management, and planning.

A revised structure for the Balboa Park Committee would provide for broader perspective on Balboa Park issues and reduce the fragmentation resulting from the multiple groups currently competing to shape Balboa Park. Suggested membership for the reformulated committee would be as follows:

- Chair appointed by the Mayor
- Vice-Chair appointed by the Mayor
- Three (3) at-large members appointed by Councilmember from District 3

- Neighborhoods (1 each): Uptown, Greater North Park, Greater Golden Hill; appointed by respective planning groups
- One member appointed by the Balboa Park/Morley Field Recreation Council
- One member appointed by the San Diego Zoological Society
- Balboa Park Institutions: One member appointed by the Central Balboa Park Association.

All appointments are subject to Council confirmation. Members will serve an overall maximum of four two-year terms.

Due to the diversity of operations and issues that impact Balboa Park, experts from several departments will need to support the committee (Attachment C).

ALTERNATIVES

1. Adopt an alternative model for a centralized advisory authority for Balboa Park
2. Do not establish a centralized advisory authority for Balboa Park

Respectfully submitted,

Marcia C. McLatchy
Director, Park & Recreation

Approved: George I. Loveland
Senior Deputy City Manager

MCLATCHY/MJB/JHD

Attachments

- A. Listing of cultural institutions, special interest groups, other park users
- B. Interested Groups (partial listing)
- C. Staff support listing

ATTACHMENT A

Cultural Institutions, Special Interest Groups, and Other Park Users

Cultural Institutions: These are listed by size of the facility, annual attendance, and financial investments in their facilities:

Large -	San Diego Zoo, Museum of Art, Natural History Museum, R.H. Fleet Science Center, Museum of Man, Aerospace Museum, Old Globe Theatre
Medium -	Automotive Museum, Hall of Champions, Museum of Photographic Arts, Mingei Museum, Historical Society, Japanese Friendship Garden, Spanish Village Art Association, Timken Art Museum, House of Hospitality
Small -	American Indian Cultural Center and Museum, Centro de Cultural, World Beat Center, San Diego Jr. Theater, Spreckles Organ Society, Veterans Memorial Center, Model Railroad Museum, Blind Community Center, San Diego Art Institute, Starlight Theater, House of Pacific Relations, United Nations Association, Puppet Theater, SD Mineral and Gem Society

Neighborhoods: Adjacent neighborhoods see and expect Balboa Park to function as their neighborhood/community park. These neighborhoods are: North Park, Golden Hill, Cortez Hill, Park West, and Uptown. Additionally, Balboa Park is adjacent to a large Naval Hospital, City College, jr. high school and high school. The communities are represented by Districts 3, 8 (shared jurisdiction), the Center City Development Corporation, Uptown Planners, Greater Golden Hill Planners, Greater North Park Planners, and the US Naval Hospital management team.

Recreation: Recreation is a key component of Balboa Park and has many faces, from organized youth sport to garden clubs. Clubs that utilize Balboa Park are:

- SD Botanical Garden Foundation
- SD Floral Association
- SD Archers Club
- Balboa Park Golf Course Men and Women's Clubs (9 and 18 holes)
- Organized Youth Sports (Little League, Pop Warner Football, AYSO Soccer)
- Lawn Bowling Association
- Girl Scouts
- Boy Scouts
- Campfire Boys and Girls
- SD Badminton Association
- SD Table Tennis
- Balboa Tennis Association
- SD Velodrome Association

ATTACHMENT A - Continued

SD Community College
SD Civic Dance Association
International Dance Association
SD Civic Youth Ballet
SD Youth Symphony
SD Square Dance Association
Twilight in the Park Summer Concert Committee

Fundraising Organizations: Balboa Park has several organizations that provide monetary support for special projects. These private groups over the years have given the City of San Diego millions of dollars to help fund special events, complete projects and develop parts of the Park that would otherwise remain undeveloped or in a state of disrepair.

Balboa Park/Morley Field Recreation Council
Committee of 100
Disabled Services Advisory Council
Millennium Society
San Diego Community Foundation
San Diego Community Foundation's Balboa Park Endowment Committee
Thursday Club

Revenue Leases: There are currently five leases within Balboa Park that generate revenue to the City of San Diego's general fund:

- D. Balboa Park Carousel \$47,169
- E. Disc Golf \$30,217
- F. Hospitality Inc. (Park Concessionaire) \$202,287
- G. Miniature Railroad \$33,115
- H. Prado Restaurant (House of Hospitality) \$9,082.

Total revenue for FY 2000 was \$321,870.

ATTACHMENT B

Partial List of Interested Groups

- **Central Balboa Park Association (CBPA)**
This committee is composed of Museum and Institution Directors within Balboa Park. Over the past two years CBPA has have become more and more active in its desire to have a say in decision-making with regard to budget priorities and allocations that focus on institutional needs. In addition, CBPA is focusing on increasing transient occupancy tax allocations for Balboa Park institutions, and is currently seeking funding of more than \$400,000 for a “Strategic Plan.”
- **Greater Golden Hill Planning Association (GGHPA)**
This is the recognized planning group for the Golden Hill Community. GGHPA is seeking to influence the decision makers to place a higher focus on the park areas adjacent to their community. Because the group considers Golden Hills to be park deficient, GGHPA is looking to Balboa Park to meet the needs of the community.
- **Greater North Park Planning Association**
This is the recognized planning group for the North Park Community. This group is seeking to influence the decision makers to place a higher focus on the park areas adjacent to the North Park community.
- **Historical Resources Board (HRB)**
This Board is supported by the Development Services Division. HRB desires to control the Park’s current and future development through exercising the Department of Interior’s Guidelines for a recognized National Historic Landmark Zone. This strict enforcement of the guidelines is often in conflict with the Parks’ institution’s needs.
- **Millennium Society**
This group was formed in 1999 “to ensure that the tradition and heritage of Balboa Park remains intact by increasing the overall awareness of the Park through outreach, education, and collaborative promotional programs.” The Society sees itself as an organization representing all 1,172 acres of the Park and all the Park’s users.
- **San Diego Community Foundation’s Balboa Park Endowment Fund**
The organization currently represent a \$2,000,000 endowment but have more than \$20,000,000 pledged for the not too distant future..
- **Uptown Planners**
This is the recognized planning group for the Uptown Community. Uptown Planners hopes to influence the decision makers to place a higher focus on the park areas adjacent to their community. This community is the fastest growing community adjacent to the Park including the “Park West” where \$750,000 - \$1,000,000 housing units are being constructed. Uptown considers its area to be park deficient and is looking to Balboa Park to meet the needs of their community.

ATTACHMENT C

Balboa Park Committee Staff Support

It is suggested that a team of City employees be trained in all of the nuances that are Balboa Park and this team be asked to resolve issues as they occur. This staff would be asked to attend and report as necessary at Balboa Park Committee meetings.

Park and Recreation Department

- Director
- Deputy Director, Metro Parks Division
- Park Planner
- Golf Course Operations Manager

Real Estate Assets

- Deputy Director Asset Management and Marketing
- Assets Management Supervisor

General Services

- Deputy Director Facilities Maintenance

Police Department

- Capt./Lt. Central Division

Planning and Development Review

- Historic Resources Board Program Manager
- Community Planner
- Deputy Director Land Development Review
- Senior Planner

Engineering and Capital Project

- Deputy Director Public Buildings and Parks
- Senior Civil Engineer